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Report of the Secretary-General on the United Nations Mission in the Central African Republic and Chad

I. Introduction

1. The present report is submitted pursuant to Security Council resolution 1923 (2010) of 25 May 2010, by which the Council extended the mandate of the United Nations Mission in the Central African Republic and Chad (MINURCAT) until 31 December 2010 and requested that the Secretary-General keep the Council regularly informed of progress in the implementation of the Mission's mandate. The present report provides an update on, inter alia, the security and humanitarian situation in eastern Chad and the north-eastern Central African Republic; progress towards the fulfilment of the tasks and benchmarks set out in paragraphs 2 and 3 of Security Council resolution 1923 (2010), including measures adopted in response to possible shortcomings identified by the Joint High-Level Working Group referred to in paragraph 4 of that resolution; and the implementation of the mandate of MINURCAT. In paragraph 26 of resolution 1923 (2010), the Council further requested the Secretary-General to provide an assessment, in the present report of international and regional options for the Central African Republic, based on his evaluation of the consequences of the departure of MINURCAT.

II. Security situation

2. The security situation in eastern Chad continues to be unpredictable, largely owing to criminal activities and banditry, including carjacking and armed robbery. The average number of security incidents per month has not changed significantly since the last reporting period, with 15 and 27 incidents in May and June respectively. In June, however, humanitarian workers were targeted in a spate of incidents. On 4 June, armed individuals attempted to carjack a private water supply vehicle in Mabrouka (Wadi Fira region), killing two individuals and injuring five others. A few days later, the suspected perpetrators were arrested by the Joint Border Force established by the Governments of Chad and the Sudan. On 6 June, a staff member of an international non-governmental organization was abducted at gunpoint in the centre of Abéché in broad daylight. He was freed after the Chadian security forces arrested two suspects in connection with the abduction on 15 June. On 17 June, the compound of the international non-governmental organization Médecins Sans Frontières in Dogdore (Dar Sila region) was attacked by unidentified armed individuals in uniform, who took a significant amount of money and

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equipment. On 27 June, armed individuals in uniform entered the premises of an international non-governmental organization in Koukou Angarana (Dar Sila region), abducted the head of the office, stole fuel and two vehicles, and fled towards Tiero and Mareno (Dar Sila region). The Détachement intégré de sécurité (DIS) pursued the perpetrators, who abandoned the vehicles and released the staff member of the international non-governmental organization near Tiero and Mareno. Also on 27 June, a vehicle of the international non-governmental organization Première Urgence was carjacked 30 kilometres from Hadjer Hadid (Ouaddai region) by armed individuals. The perpetrators fled with the vehicle towards Arkoum. On 30 June, armed individuals hijacked an international non-governmental organization vehicle 100 km west of Abéché and fled with the vehicle and its two occupants, whom they later released. DIS recovered the vehicle the following day. Also on 30 June, unidentified armed individuals attempted to carjack a private vehicle in the same area, near Hadjer Hadid. The assailants fired on the vehicle, injuring one passenger. On 4 July, armed individuals carjacked a MINURCAT vehicle in Abéché. DIS later recovered the vehicle 25 km from Abéché.

3. One international non-governmental organization, in the light of two attacks against it within a month, has withdrawn its international staff from eastern Chad. Three other international non-governmental organizations have partially suspended their operations.

4. On 28 April, the Government of Chad reported that it had engaged militarily with Chadian rebels of the Front populaire pour la renaissance nationale (FPRN), a Chad-based armed opposition group, between 24 and 28 April in the area of Tissi and Timassi (Dar Sila region), just north of the junction of the borders of Chad, the Sudan and the Central African Republic. The Government reported that its forces had killed more than 100 FPRN combatants and captured more than 80, and that its own forces had suffered nine fatalities. FPRN has disputed these figures. There have been no reports of the targeting of civilians or of population displacement as a result of the clashes. However, given the remoteness of the area, MINURCAT has been unable to verify the situation on the ground.

5. The general security environment in the MINURCAT area of operations in the north-eastern Central African Republic (Vakaga and Haute-Kotto regions) remained volatile, mainly owing to ethnic conflict and the presence of militias. Four international non-governmental organizations are still operating in this area, mainly out of Birao. On 19 July, the Forces armées centrafricaines (FACA) successfully repulsed an attack on the FACA camp in Birao. The attack was carried out by a relatively small group of armed elements with light weapons and rocket propelled grenade launchers. The attackers were allegedly dissidents of the Mouvement des libérateurs centrafricains pour la justice (MLCJ), aggrieved that they had not been provided with food allowances, to which they felt entitled under the Government's disarmament, demobilization and reintegration programme.

III. Humanitarian situation

6. During the reporting period, the considerable humanitarian needs in eastern Chad were exacerbated by food shortages. Some 70 international humanitarian organizations continued to provide aid to 255,000 Sudanese refugees in 12 camps, 64,000 Central African refugees and 168,000 internally displaced persons at

38 sites. An estimated 150,000 members of the host population also received humanitarian assistance.

7. In April, 5,000 new Sudanese refugees arrived in the area of Birak (Wadi Fira region), bringing the total number of Sudanese refugees in Chad to some 255,000. The displacement followed clashes between Justice and Equality Movement (JEM) rebels and Government of the Sudan troops in Jebel Moon in West Darfur, the Sudan. The Office of the United Nations High Commissioner for Refugees (UNHCR) and the Government of Chad relocated 2,353 of the new arrivals (650 families) away from the border area to the Mile refugee camp near Guéréda. The remaining refugees have refused to be relocated and continue to move back and forth between Chad and the Sudan.

8. The prolonged presence of a large number of refugees and internally displaced persons continued to place additional strain on the already limited natural resources in the region, especially firewood and water, fuelling tensions with the host populations. From 22 to 26 May, the Under-Secretary-General for Humanitarian Affairs and Emergency Relief Coordinator visited Chad to assess the humanitarian situation in the eastern part of the country and meet with humanitarian actors. He also assessed the food insecurity crisis affecting the western and central parts of the country.

9. Chad received less rain than usual during the 2009 planting season, and the exceptionally dry weather continues to impact negatively on the population in eastern Chad and the country in general. Food shortages, estimated at 30 per cent, are affecting more than 2.5 million people throughout Chad. On 27 May, a Consolidated Appeal Process (CAP) mid-term review was held in N'Djamena to identify and prioritize life-saving needs that are underfunded. The CAP for eastern Chad has only received 53 per cent of the requested $458 million.

10. Humanitarian organizations have voiced concern about the future security environment and the possible consequences for their access to vulnerable populations of the withdrawal of MINURCAT, in particular with respect to the delivery of assistance, the maintenance of safe and secure humanitarian space and sufficiency of funding.

IV. Responsibility of the Government of Chad for the protection of civilians and of United Nations and humanitarian personnel and assets

A. Security and protection of civilians in danger

11. Pursuant to Security Council resolution 1923 (2010) of 25 May 2010, on 27 May MINURCAT ceased all military "area security" patrols and escorts and confined its activities to the mandate outlined in paragraphs 9 and 10 of that resolution, namely, to provide security for United Nations personnel, facilities and assets and escorts for United Nations military carrying out enabling support functions; to execute operations of a limited character for the extraction of United Nations personnel and humanitarian workers in danger; to provide medical evacuation support for United Nations personnel; and to maintain situational awareness in the vicinity of MINURCAT locations. At the same time, the

Government of Chad, with United Nations support, is strengthening its protection activities and capacity.

12. Pursuant to paragraph 13 of resolution 1923 (2010), the Government of Chad organized the first humanitarian dialogue forum in Abéché on 1 July with United Nations assistance. This forum brought together Chadian central and local authorities, including high-level security officials, as well as international humanitarian actors, MINURCAT and the local media. The aim of the forum, which is to be replicated in each of the eastern regions, was to foster a shared understanding of the concept and practice of the protection of civilians, and the respective roles and responsibilities of the Government and its international humanitarian partners.

13. During the reporting period, MINURCAT completed the installation of free emergency call centres at the Koukou Angarana and Goz Amer police posts (Dar Sila region) to facilitate the direct access of refugees, internally displaced persons and host communities to DIS and other security forces. Free emergency call centres are operational in all 19 DIS locations, except for Bahaï and the Oure Cassoni refugee camp where they are to be established soon. In June, DIS, with MINURCAT support, collaborated with a telephone services provider to launch a campaign to raise public awareness of the free emergency call centres and encourage the public to report security incidents.

14. DIS reported that, from April to June 2010, it had conducted 3,900 day and night patrols in and around refugee camps, as well as in key towns from which humanitarian actors operate, a 25 per cent increase compared with the previous report. DIS registered 342 complaints, of which 128 were related to sexual and gender-based violence, including 10 complaints of rape. DIS also registered 25 cases of armed robbery, five of them involving homicide. There have been four reported incidents of infiltration of armed individuals into refugee camps. DIS arrested 118 individuals suspected of involvement in crimes, of whom 58 were referred to the judicial authorities and the others were released following customary law settlements. Refugee leaders continued to report that DIS patrols have contributed to a sense of security in the camps and have facilitated freedom of movement.

15. On 24 June, 14 officers from the existing DIS strength were deployed to Harazé (Salamat region) to enhance security for the 6,227 Central African refugees gathered in Massambagne, Batimera and Koy. Pending the construction of dedicated facilities, DIS is being provided with accommodation by the local préfet. Deployment to Daha (Salamat region) is planned for later in the year.

16. The Government of Chad, with support from the United Nations Children's Fund (UNICEF), organized a subregional conference on ending the recruitment and use of children by armed forces and groups, from 7 to 9 June in N'Djamena. The conference brought together representatives of the Governments of Chad, the Sudan, the Central African Republic, Nigeria, Cameroon and Niger, Chadian civil society, former child soldiers from the region, United Nations agencies and the diplomatic community present in Chad. The conference endorsed the N'Djamena Declaration, through which the Government committed itself to putting an end to the recruitment and use of children by armed groups and forces. Participants also agreed to establish a follow-up mechanism to assess progress made by the States that signed the Declaration with regard to fighting child recruitment.

B. Facilitation of the delivery of humanitarian aid and free movement of humanitarian personnel

17. To raise the awareness of the general population and humanitarian workers in eastern Chad of the Government's efforts to increase security, representatives of the Government of Chad and the United Nations jointly visited Abéché (Ouaddai region), Goz Beida (Dar Sila region) and Iriba (Wadi Fira region) on 7 and 8 June. In their meetings with the humanitarian community, the Head of the Coordination nationale d'appui au déploiement de la force internationale à l'est du Tchad (CONAFIT) and Special Representative of President Déby for MINURCAT, General Oki Mahamat Yaya Dagache, conveyed the full commitment of the Government of Chad to the protection of civilians, including humanitarian workers. In this context, on 12 June, the Government issued a firm instruction through the Ministry of Defence to all the security forces not to seek money in exchange for conducting humanitarian escorts. Thus far, the security forces largely appear to be heeding the instruction, with only a few exceptions reported, mainly in areas not covered by DIS.

18. From April to 20 June, DIS, in addition to the activities cited in paragraph 14 above, reported having conducted 2,966 security escorts, primarily for humanitarian actors. Following the cessation of MINURCAT military patrols and escorts for humanitarian activities on 27 May, it is noteworthy that escorts by DIS increased by some 21 per cent in June. DIS also recovered nine of the 12 vehicles that were carjacked during the reporting period and continued to operate security checkpoints in the vicinity of the refugee camps to ensure their civilian character. Unfortunately, on 22 May, during a rescue operation in regard to two vehicles belonging to an international non-governmental organization transporting 14 humanitarian personnel in the Dar Sila region, three DIS personnel were seriously injured in an exchange of fire with bandits. One suspect was arrested by DIS.

19. On 1 July, the Government of Chad launched a new entity for the coordination of security patrols and escorts for humanitarian workers, the Bureau de sécurisation et des mouvements (BSM). It supersedes the former Bureau de la protection et des escortes, which had been established and run by MINURCAT. BSM is chaired by the Government and has among its members representatives of the Chadian security forces, the United Nations and international non-governmental organizations. BSM is to be established in 13 key locations in eastern and southern Chad and is to meet weekly to share information on and analyse the security situation, approve requests by humanitarian actors for DIS escorts and decide how to respond to emergency situations.

20. A remaining challenge for the Government is how best to protect those international non-governmental organizations that do not work with escorts as a matter of policy. At a recent forum in Abéché, the Head of CONAFIT requested those organizations to provide the authorities with prior notice of the general direction of their missions and the timing of their movements, so that arrangements could be made for discreet deterrent patrols in their areas of operation.

V. Progress by the Government of Chad towards benchmarks established by the Security Council

A. Voluntary return of internally displaced persons in secure and sustainable conditions

21. On 18 May 2010, the Prime Minister of Chad, Emmanuel Nadingar, encouraged internally displaced persons to return to their areas of origin and, in doing so, stated that the Government was in a better position to ensure their security through, inter alia, the Joint Border Force established by the Governments of Chad and the Sudan. Since April 2010, humanitarian actors have reported a steady stream of returns in the Dar Sila and Ouaddai regions, estimated at 20,000 people. Time will be required, however, to determine how many of these returns represent permanent or seasonal movements. During the recent humanitarian forum in Abéché (see para. 12 above), Government officials decried the practice of some internally displaced persons, who remain in, or return to, internally displaced person sites only to collect humanitarian assistance.

22. While urbanization and easier access to services in the places of displacement may reduce the rate of return, ensuring security and access to basic social services in the areas of return will engender further voluntary and sustained returns. In this connection, the Office for the Coordination of Humanitarian Affairs, UNHCR and the United Nations Development Programme (UNDP) conducted inter-agency missions in areas of return and local settlements in April and June and are now finalizing a strategy to identify ways to support the Government's efforts to address the challenges there.

B. Demilitarization of refugee camps

23. There are some indications that the 3,000-strong Joint Border Force recently established by the Governments of Chad and the Sudan, and the reconfiguration of the Gendarmerie and the Garde nationale et nomade have reduced the flow of small arms into refugee camps. In addition, the Government of Chad has organized periodic searches for weapons in refugee camps in which weapons and ammunition have been confiscated.

24. The Government and UNHCR continued to conduct sensitization programmes for refugees and internally displaced persons to maintain the civilian character of the camps and the internally displaced person sites. Government and UNHCR representatives have carried out sensitization missions to Touloum and Am Nabak refugee camps. Additionally, DIS continues to control entry and exit to the refugee camps, and to conduct patrols to ensure that those who enter the camps are unarmed.

C. Security for refugees, internally displaced persons, civilians and humanitarian workers with respect to international human rights standards

25. On 1 June, pursuant to resolution 1923 (2010), the Government established by *arrêté* a Joint Government of Chad/United Nations High-level Working Group,

chaired by the Head of CONAFIT and composed of representatives of MINURCAT, UNHCR and the Chadian security forces. The High-level Working Group is to meet monthly to assess the situation on the ground with respect to the protection of civilians and the implementation of measures adopted by the Government towards implementing the tasks set out in paragraph 4 of resolution 1923 (2010). The High-level Working Group has met twice since it was established.

26. During the reporting period, progress was achieved in planning for the gradual handover of DIS to the Government. On 10 June, the High-level Working Group established a Joint Technical Working Group, composed of Government and United Nations representatives, which was tasked with preparing a plan for the consolidation, restructuring and sustainability of DIS. This will include enhancing the professional standards of DIS through the recruitment and training of 14 DIS trainers, the recruitment of 50 drivers and 25 car mechanics, and the continued training of DIS officers in international humanitarian and refugee law. The plan also provides for the rehabilitation, or construction, by MINURCAT of DIS infrastructure and the drilling of wells. Local companies have been contracted by MINURCAT to implement these projects.

27. The restructuring of DIS and the establishment of the *Bureau de sécurisation et des mouvements* is expected to provide sustainable coordination mechanisms for DIS, other law enforcement agencies and humanitarian actors operating in eastern Chad. The Joint Technical Working Group is preparing a DIS budget for 2011 and an assessment of the administrative, logistical and financial capabilities of DIS in order to determine areas that need to be strengthened. In this regard, the Joint Technical Working Group has initiated discussions on means by which the Government will provide the full range of support necessary to sustain DIS, including financial, personnel, engineering, transport, property management, communications and information technology support, as well as supply (fuel, water, etc.) management.

28. During the reporting period, efforts were made by the Government to deter the involvement of security officials in criminal groups or activities. The Minister of the Interior participated in the arrest in Goz Beida (Dar Sila region) on 18 May of five high-ranking Gendarmerie officers who were suspected of involvement in extortion and robbery of civilians. During his visit to eastern Chad, from 2 to 4 July, the Minister of Justice stressed that no one was above the law. President Déby voiced his dissatisfaction with the performance of some local civilian and security officials, following the kidnapping in broad daylight of an expatriate working for an international non-governmental organization in Abéché and the subsequent spate of carjackings and other criminal activities.

VI. Implementation of the mandate of the United Nations Mission in the Central African Republic and Chad

A. Support to the Détachement intégré de sécurité

29. In view of the discussions on the future of the Mission, in February 2010, MINURCAT suspended the replacement of United Nations Police (UNPOL) officers whose term of duty had ended. Since then, only 19 new police officers have been deployed to the Mission. They have mainly been trainers to support DIS training

programmes approved under resolution 1923 (2010). As of 26 June, the strength of UNPOL stood at 190 officers, of the 300 authorized. In the context of the drawdown of the Mission, a monthly average of 22 UNPOL officers are ending their tour of duty without being replaced. This should leave 61 officers to be withdrawn at the end of December 2010.

30. During the reporting period, MINURCAT continued to provide mentoring, monitoring, training, advice and facilitation of support to DIS, whose strength as of 15 July stood at 807 personnel, of whom 90 were women. Since the founding of DIS, MINURCAT has trained 1,014 Chadian police and gendarmes. However, 195 DIS personnel are no longer with the force owing to resignation, dismissal on disciplinary grounds or death. A further 12 personnel are not operationally employed in eastern Chad, owing either to their recruitment for United Nations peacekeeping operations or to overseas training.

31. MINURCAT produced a manual on DIS monitoring and mentoring and conducted training for the commanders of DIS police stations and posts, their deputies and other senior officers, with the aim of their developing leadership capabilities sufficient to assume the role performed by UNPOL. To enhance professional standards, DIS officers were provided further on-the-job training in the areas of criminal investigation (including complaint intake handling, interview procedures, interrogation techniques, detention and crime scene protection), software applications and defensive driving techniques, as well as human rights principles (focusing on women's rights, child rights, and arrest and detention).

32. MINURCAT provided uniforms, boots, caps and belts to 250 women newly recruited to join the Chadian National Police. The new recruits will increase the representation of women in the National Police from 4 to nearly 9 per cent and will expand the pool of candidates for selection to DIS. The recruits commenced the nine-month nationally conducted training course in May.

33. To date, the United Nations trust fund that supports DIS has received only $6.9 million of the $17.9 million pledged to support rule of law activities in eastern Chad, against an overall requirement for 2010 of $21.7 million.

B. Rule of law

34. National efforts to establish effective rule of law institutions will require sustained attention in the medium to long term. During its mandate, MINURCAT has supported and encouraged and will continue to support and encourage the Government to undertake a comprehensive assessment of rule of law institutions in eastern Chad, and to define and prioritize national Government actions that could be implemented with support from donors.

35. MINURCAT, in coordination with UNDP, adopted a drawdown strategy for its justice programme relating to the Abéché Court of Appeals, to ensure a smooth transition for activities that are aimed at improving due process in the prosecution of criminal cases, enhancing basic judicial capacity at the community level and facilitating access to justice within the jurisdiction of the Abéché Court of Appeals.

36. A six-month MINURCAT training programme for 158 non-professional justices of the peace in 48 sous-préfectures was completed in May. The Chadian judicial authorities, with the assistance of MINURCAT and UNDP, are developing a

system to monitor the performance of the trainees. In Iriba, Goz Beida, Hadjer Hadid and Adré, court facilities are being rehabilitated and equipped through MINURCAT quick-impact projects.

37. In addition to the provision of technical assistance to the Maison des avocats d'Abéché in the delivery of defence counselling and legal aid, MINURCAT, with UNDP, initiated a funding mobilization campaign to support national non-governmental organizations in opening additional legal aid clinics in eastern Chad. Concurrently, with support from MINURCAT and UNDP, the second circuit session of the criminal court of Abeché started on 2 July 2010, with 34 criminal cases and 67 suspects charged with multiple offences. The Chadian Bar Association has allocated three counsels to assist defendants and plaintiffs during the trials.

38. MINURCAT continued to provide on-the-job coaching and mentoring of national prison staff in N'djamena, Abéché, Adré, Iriba and Goz Beida. It also provided advice on prison management and administration to the Chadian Ministry of Justice.

39. In May, the Ministry of Justice and the Prisons Service, in collaboration with the European Union, held a five-day capacity-building workshop in the capital for 50 prison managers drawn from across the country. In June, another workshop was held to prepare for the adoption of laws on the recruitment and training of Prisons Service staff. A code of conduct for prison staff has been drafted by the Prisons Service with technical support from MINURCAT and has been submitted to the Director of Prisons of Chad for discussion.

40. The renovation of the Abéché prison is ongoing. MINURCAT completed a quick-impact project for the installation of water tanks and the connection of the prison to the community water system, to ensure the regular provision of water for inmates and to improve health and sanitation conditions in the prison. The Government has provided equipment to increase the pressure in the water system. On 25 June, a quick-impact project was initiated by MINURCAT to renovate the severely dilapidated Iriba prison.

C. Human rights

41. During the reporting period, MINURCAT pursued its human rights monitoring efforts in refugee camps, internally displaced person sites and villages in eastern Chad, and conducted capacity-building activities for law enforcement agents and civil society. Sexual and gender-based violence continued to be one of the main human rights challenges in eastern Chad, representing more than half of all documented incidents, with cases of rape, early and forced marriages, and female genital mutilation regularly reported. During the drawdown of the Mission emphasis will necessarily be given to the provision of technical support to the Ministry of Human Rights for the development of a national human rights plan, as well as capacity-building support to the Ministry and civil society organizations.

42. The Mission, in close collaboration with UNHCR, conducted 62 field visits to refugee camps and internally displaced person sites, villages and towns, and 36 monitoring visits to detention facilities. In addition, 54 meetings were held with préfets, sous-préfets, Gendarmerie commanders, representatives of the Agence nationale de sécurité (ANS), the judicial authorities and delegates of the Ministries

for Social Action and Human Rights to follow up and advocate action in cases of human rights violations, which were predominately sexual and gender-based in nature. Such meetings have been institutionalized, as is the case with the Gendarmerie in Goz Beida, with which regular weekly advocacy meetings are held.

43. On 15 May, MINURCAT met with the Chadian National Army (ANT) to discuss ways to address 11 cases of violence against women allegedly committed by ANT members between February and April 2010. ANT pledged that it would take appropriate action, including collaborating with MINURCAT, to address the cases and to ensure that the perpetrators were held accountable. In this respect, regular contact has been established for the exchange of information. In addition, MINURCAT is currently conducting human rights awareness-raising programmes for ANT, the Gendarmerie and the Garde nationale et nomade.

44. MINURCAT also trained two delegates of the Ministry of Human Rights on monitoring, reporting and advocacy, and coached them on the development of monitoring strategies. A third delegate completed the training in Abéché and subsequently received coaching on the planning and organization of human rights training. In Goz Beida, MINURCAT and a representative of the Ministry of Human Rights have, since May, conducted joint monitoring visits to help strengthen the monitoring and advocacy capacities of the local authorities.

45. MINURCAT continued its efforts to help develop the capacity of civil society to carry out human rights protection and promotion. In this regard, MINURCAT trained 32 human rights monitors, including 13 women, from 11 non-governmental organizations that belong to the umbrella organization Cercle des organisations non-gouvernementales des droits de l'homme and delegates from the Ministry of Human Rights, on 21 May. The programme, which is to continue until the end of the Mission's mandate, provides training in monitoring, documenting, reporting and following up on cases of human rights violations and abuses. The programme is designed to progressively prepare the recipients of the training to assume an active role in human rights protection and promotion.

D. Child protection

46. MINURCAT continued to support Government efforts to end the recruitment and use of children by armed groups. In accordance with Security Council resolutions 1612 (2005) and 1882 (2009), the Mission coleads the Chad Task Force on Monitoring and Reporting Mechanisms with UNICEF and UNHCR.

47. During the reporting period, MINURCAT organized two training sessions on the rights of the child, focusing on child recruitment. The first, which focused on the monitoring of grave violations against children, was held in Abéché on 11 May 2010 and targeted 27 social workers from various non-governmental organizations and delegates from the Ministry of Social Action. The second, held in Abéché on 25 May, focused on mechanisms for monitoring child recruitment and targeted 37 community leaders, local administrative authorities and military commanders. Both training sessions were held as part of broader UNICEF-supported programmes.

48. *Some 80 delegates from various sectors of society were sensitized on the* rights of the child during the commemoration in Abéché on 16 June of the International Day of the African Child, jointly organized by MINURCAT, the

Delegation of Social Affairs of Ouaddai, UNICEF and the Cercle des organisations non-gouvernementales des droits de l'homme.

E. Gender

49. During the reporting period, MINURCAT continued supporting national efforts to develop a strategy for eastern Chad on sexual and gender-based violence. MINURCAT interviewed 38 women leaders from various regions of Chad on their understanding of, and participation in, conflict resolution, and identified women leaders in Abéché and N'Djamena who could help design effective strategies.

50. MINURCAT has sought to identify entities which can gradually assume its gender responsibilities. On 7 July, MINURCAT met with the United Nations Population Fund (UNFPA) and the Ministry of Social Action to discuss and agree on the remaining activities to be implemented between July and December and jointly develop training modules in four key sectors, namely, the medical, psychological, judicial and security sectors. The training modules will be used at the national level for gender-related training in all four sectors.

F. Civil affairs

51. MINURCAT continued to support the national and local authorities in Chad in their efforts to resolve local tensions, promote reconciliation and enhance the environment for the return of internally displaced persons. In the Ouaddai region, the Mission conducted consultation tours and good offices missions involving leaders of the internally displaced persons and leaders in the areas of return. These visits supported the initiative of the Préfet of Assoungha to resolve longstanding tensions among the local authorities, leaders of internally displaced persons and different ethnic groups and to reinstate State authority, in order to facilitate the return of approximately 10,000 internally displaced persons to the Borotha area. This resulted in all relevant stakeholders agreeing to participate in an intercommunity dialogue later in the year in Hadjer Haddi (Ouaddai region) to discuss obstacles hindering return.

52. MINURCAT has begun a quick-impact project to install solar-powered streetlights in order to help improve security in the town of Guéréda. Since the last reporting period, MINURCAT has continued to support the establishment of a local development committee in Guéréda to take charge of water and electricity distribution, education, health services and sustainable environmental practices for the benefit of the population hosting the refugees.

53. With a view to ensuring that mechanisms are in place to sustain the progress made to date, MINURCAT is concentrating its civil affairs exit strategy on the effective handover of inter-community dialogue activities to national entities, with follow-up by national and international non-governmental organizations, and the completion of quick-impact projects which can be sustained by local communities. Discussions are ongoing with UNDP for the possible incorporation of MINURCAT civil affairs activities in the early recovery programme. Discussions have been initiated with local authorities, the United Nations country team and national non-governmental organizations to identify ways to continue inter-community dialogue, in particular in the Borotha area.

G. HIV and AIDS

54. MINURCAT completed introductory HIV/AIDS training and awareness-raising for a total of 499 people, including 169 members of the local community in Abéché. In June, MINURCAT supported HIV/AIDS educational activities for the local community in Biltine (Wadi Fira region).

55. In June, MINURCAT also trained 15 DIS officers as HIV/AIDS focal points, including five women. The Mission continued to provide technical support to Joint United Nations Programme on HIV/AIDS (UNAIDS) initiatives in Abéché General Hospital, including the Voluntary Counselling and Testing Centre, as well as to UNICEF programmes for pre- and post-testing counselling and psychological and social follow-up for patients.

H. Mine action

56. Mine action activities in eastern Chad continued, albeit at a considerably reduced level as the cessation of MINURCAT military escorts have curtailed access to mined areas. From 15 May until the end of June, MINURCAT cleared 11,116 square metres of ground, verified 38.5 kilometres of road (compared with a monthly average of 217 kilometres in earlier periods), visited 22 communities and cleared 31 dangerous areas.

57. In preparation for the withdrawal of MINURCAT, discussions are taking place with the Chadian National Demining Centre in N'djamena on how best to sustain mine action activities. Although there is interest within the Chadian National Demining Centre, securing funds to implement these activities will be a significant challenge.

I. Military mandate of MINURCAT

58. The MINURCAT force has been reconfigured to adjust to the new mandate. Since 27 June, 964 troops have been repatriated. The remaining forces are deployed in three sectors: two in eastern Chad and one in the north-eastern Central African Republic. The current strength of the force is 2,174: 1,878 in Chad and 296 in the Central African Republic. This is within the mandated 1,900 strength for Chad authorized as of 15 July and the 300 strength authorized for the Central African Republic. It will not change significantly until 15 October, when the force will start its final withdrawal, to be completed by 31 December 2010.

59. In eastern Chad, the area of operations has been reconfigured to comprise one northern sector covering the Ennedi Est, Wadi Fira and Ouaddai regions and one southern sector covering the Dar Sila and Salamat regions. The MINURCAT camps at Bahaï and Guéréda have been closed and Koukou Angarana camp will shortly also be closed; however, a small force unit will be temporarily relocated from Farchana to Iriba to ensure the protection of United Nations personnel and assets still deployed in the Wadi Fira region. In the Central African Republic, no change has been made to the force's mandated activities or authorized strength of 300 troops in Birao.

60. The military concept of operations and the rules of engagement have been revised in line with the provisions of Security Council resolution 1923 (2010). With the troop reduction on track and reconfiguration completed, the force is operationally configured for the mandated tasks. Since 27 May, humanitarian security escorts have been exclusively provided by DIS and the MINURCAT force has been limited to providing escorts for United Nations military logistics convoys and maintaining a quick reaction capacity in Abéché, Farchana and Goz Beida. In this regard, the Force's freedom of movement by road has been fully respected. The Mission is engaging with the Government of Chad to refine procedures to deploy the MINURCAT quick reaction force by air in the case of an emergency.

VII. Mission support

61. The MINURCAT drawdown plans have been finalized and implementation has commenced. The MINURCAT regional offices at Bahaï and Guéréda were closed by 21 July and at Koukou Angarana on 30 July, following the withdrawal of the force from those locations. The withdrawal of the balance of the force from eastern Chad and the north-eastern Central African Republic will commence on 15 October. Liquidation planning is nearing finalization and implementation will commence on 1 January 2011. Notwithstanding the many challenges, every effort is being made to ensure that the full withdrawal is completed by 31 December 2010, with only personnel essential for the Mission's liquidation remaining thereafter.

62. MINURCAT has continued to provide support to DIS. Considerable effort has been dedicated to completing the construction of infrastructure, the initiation of which was referred to in paragraph 14 of Security Council resolution 1923 (2010). In late June, the Mission signed contracts with local companies for the construction of hard-walled compounds for DIS in 19 locations in eastern Chad. Work is expected to start shortly. In the light of the compressed time frame for the completion of the work, and past experience with a single contractor, contracts were awarded to multiple contractors as a mechanism to speed up delivery. Additional efforts will be made to overcome climatic constraints and administrative and logistical challenges in order to complete these projects by the end of the MINURCAT mandate.

VIII. Evaluation of the consequences of the withdrawal of MINURCAT from the Central African Republic

63. MINURCAT took over from the European Union-led military force (EUFOR) detachment stationed in Birao, the préfecture of the Vakaga region, on 15 March 2009. The tasks of the EUFOR detachment were limited to securing the Birao airfield and the conduct of patrols in its immediate vicinity. The mandate given to MINURCAT in the north-eastern Central African Republic by the Security Council in resolution 1861 (2009) included securing the Birao airfield, limited patrols in its immediate vicinity, limited operations to extract civilians and humanitarian workers in danger, and protecting United Nations personnel and facilities.

64. The Mission's area of operations in the Central African Republic covers the Vakaga region and the northern tip of the Haute-Kotto region. This is a remote and thinly populated area, with little infrastructure and few State services. During the

rainy season (June-October), it is essentially cut off from the rest of the Central African Republic and is accessible only by air. Approximately 90,000 people live in this area of some 66,000 square kilometres, including an estimated 6,000 internally displaced persons located in and around Birao and some 3,200 Sudanese refugees in a camp in Sam Ouandja (Haute-Kotto region). Currently, four international non-governmental organizations are operating in Vakaga and the north of Haute-Kotto.

65. The overall security situation in the north-eastern Central African Republic continues to suffer from inter-ethnic conflict, banditry and cross-border criminal activity. At least three armed groups — the Union des forces démocratiques pour le rassemblement (UFDR), the Mouvement des libérateurs centrafricains pour la justice (MLCJ) and the Convention des patriotes pour la justice et la paix (CPJP) — are present in or around the area of responsibility of MINURCAT and remain a security threat to the population and FACA. Only UFDR and MLCJ have committed themselves, in a peace agreement with the Government of the Central African Republic, to participate in a national disarmament, demobilization and reintegration programme. The disarmament phase of this programme has yet to commence. A detailed description of the status of the programme is contained in paragraphs 24 to 28 of document S/2010/295.

66. At this point, the assessed threat emanating from the territory of the Central African Republic to the security of neighbouring States is limited to cross-border banditry. The last rebel incursion into Chad through the north-eastern Central African Republic took place in late 2006. While such cross-border incursions remain a possibility, the risk is currently assessed as low. Nevertheless, the threat to civilians, internally displaced persons, refugees and humanitarian workers in the area remains high.

67. While the MINURCAT force in Birao has served as a deterrent, thus providing a measure of stability, lack of sustained progress in combating security threats is mainly due to the absence of State authority, a weak FACA presence and capability, and lack of progress in the implementation of peace agreements between the Government and Central African rebel groups. FACA, whose overall strength is reportedly 6,000 troops (all ranks), has less than 1,200 elements deployed outside of the capital, including a small presence of less than a battalion strength in the MINURCAT area of operations. The FACA presence in the region suffers from severe operational and logistic limitations, including lack of access to aircraft, which preclude the rapid deployment of adequate reinforcements.

68. It will take some time for the Government to build up these capabilities and, in the meantime, there is concern that the withdrawal of the MINURCAT contingent could embolden armed groups in the area and result in a rise in criminality and lawlessness, thus degrading the overall humanitarian and security situation.

69. Addressing these challenges will require political will, meaningful advances in national reconciliation, and support from international partners so that the Government can extend State authority to the region, particularly through strengthening FACA, the police and the rule of law.

70. On 11 June, in pursuance of paragraph 26 of Security Council resolution 1923 (2010), the Special Representative of the Secretary-General for MINURCAT discussed with the Central African authorities in Bangui the consequences for the

north-eastern Central African Republic of the withdrawal of MINURCAT, and exchanged views on possible international and regional options to mitigate those consequences. The Prime Minister advised the Special Representative that the limited mandate of MINURCAT, as well as its size and its rules of engagement, had not met national and local expectations. Concerned that internal security demands exceed the capacity of the national security forces, he reiterated the request made previously by President Bozizé that the United Nations and other international partners provide training and equipment to the national forces as part of the overall national security sector reform process. He emphasized that such an arrangement would be a more suitable approach than the deployment of international peacekeepers, as the national forces would operate with a different level of tolerance of risk.

71. Until the mechanisms are put in place to assist the national authorities to provide security in the Vakaga préfecture, it is important that the causes and consequences of insecurity not be allowed to go unchecked. In this context, the Security Council may wish to consider two options with regard to the north-eastern Central African Republic.

72. The first option provides for a United Nations peacekeeping force. The objectives of such a peacekeeping force would be to deter insecurity in the area and to provide, in extremis, security and extraction for humanitarian actors. To achieve this, a minimum force strength of 300 personnel, equivalent to that currently deployed by MINURCAT, would be required. The force would need to remain in theatre until the Government of the Central African Republic has developed adequate capacity to assume a deterrent role. Accordingly, this option would represent a long-term undertaking. The current support provided from Chad to the troops in Birao would need to be re-established in a suitable location, with adequate transport and civil infrastructure. A preliminary assessment has established that at least a further 300 military enabling troops and a similar sized civilian component would be needed to support 300 operational troops in Birao giving a total mission strength of close to 1,000 personnel. It is estimated that generating and deploying such a force would require a minimum of six months.

73. The second option would focus on strengthening in the medium to long term efforts to build State capacities for ensuring security and the rule of law, coupled with immediate measures to strengthen FACA capabilities in the north-eastern Central African Republic. Under this option, international assistance could be provided for the training and equipment of FACA and the Central African police force to enable them to provide security in the north-east. This would be undertaken in the context of the longer-term security sector reform and disarmament, demobilization and reintegration efforts. This option could be complemented by a joint border patrol force of the Governments of the Central African Republic and Chad, and implementation of the bilateral agreements for joint border patrols between the Sudan and the Central African Republic. Such assistance could be provided on a bilateral or multilateral basis, including through the African Union or the Economic Community of Central African States, with the support of donors.

74. On 22 July, the Special Representative of the Secretary-General met President Bozizé of the Central African Republic on the margins of the summit of the Community of Sahel-Saharan States in N'Djamena and exchanged views with him on various options. President Bozizé noted that, with basic logistic support and

training, FACA could provide security in the region. While he emphasized the need for basic equipment, he pointed out that FACA required limited air support (helicopters) to conduct aerial patrols, given the density of the forest in the region. The President expressed the view that an option that builds on national capacities would have a more sustainable impact than the deployment of international peacekeepers.

IX. Observations and recommendations

75. The security and humanitarian challenges in eastern Chad and in the north-eastern Central African Republic are many. They existed with varying degrees of severity before the establishment of MINURCAT, have peaked and ebbed during its tenure and will no doubt continue to require sustained attention after the end of the Mission, given the precarious situation in the subregion. Nevertheless, the improved relations between Chad and the Sudan, the increasing effectiveness of the joint patrols along their common border, and the efforts undertaken by the Government of Chad to strengthen national protection capabilities bode well for the future.

76. As the preceding sections of the present report show, the Government of Chad and the United Nations have, since the adoption of resolution 1923 (2010), engaged constructively to face the ongoing protection challenges in eastern Chad, in conformity with the letter and spirit of that resolution.

77. I am encouraged by the efforts of the Government of Chad thus far to assume its responsibilities under international law for the protection of civilians, notwithstanding the complexities of the task and the vastness and harshness of the territory where the refugees and the internally displaced reside. The sensitization of local authorities in eastern Chad undertaken jointly by the Head of CONAFIT and my Special Representative is a helpful step that should be sustained. The recently established Joint High-Level Working Group, the humanitarian dialogue forums and the new security coordination mechanism should enable, in due course, both the Government of Chad and its international partners to exercise their respective responsibilities for the protection of civilians and humanitarian workers. In this regard, I also wish to encourage the Government of Chad and the United Nations family to redouble their efforts to create additional socio-economic and other incentives for the voluntary, secure and sustainable settlement or return of internally displaced persons.

78. After a period of improvement in the security situation in eastern Chad earlier this year, I note with regret the latest upsurge of criminal activity that has prompted some humanitarian workers to downsize or suspend their operations in the east of the country. I urge the local and central authorities to continue to send clear and unmistakable signals that preying on the lives and property of humanitarian workers, and of vulnerable populations, will not be tolerated. In this regard, I welcome the recent statements and actions by the Chadian authorities, including at the highest level, aimed at arresting and reversing this unfortunate escalation.

79. DIS is beginning to bear results as an evolving, nationally owned and internationally supported security mechanism for the protection of civilians, and it must not be allowed to fail. Despite logistical and human resource constraints, as well as internal contradictions inherent in any new institution, DIS has made advances in protecting refugee camps and securing their surroundings. Its men and

women have shown great courage and at times have risked their own lives to save lives and to recover property stolen from humanitarian workers. MINURCAT will spare no efforts to help the Government consolidate DIS and support it to gradually take over full responsibility for this force. However, I recognize that DIS can only mature over the coming years and reach its full potential with considerable and sustained support from the Government of Chad. In this connection, I wish to thank all those international partners who have generously contributed to the trust fund that has financed, over the past three years, the formative development of DIS.

80. I welcome the efforts that have been made to address human rights abuses in eastern Chad, to reduce gender-based violence and to rehabilitate a weak judiciary. The results outlined in the present report could not have been possible without the commitment of the Chadian authorities and the support of the rest of the United Nations system and other international partners. MINURCAT and the Government of Chad are developing strategies for consolidating and sustaining these and other results achieved since the inception of the mission, as part of the overall exit strategy of MINURCAT.

81. MINURCAT is working diligently to execute the plan for a gradual and orderly drawdown, with a view to achieving the full withdrawal of all uniformed and civilian components of the Mission by 31 December 2010. Many constraints, including logistical and climatic challenges, will have to be overcome to meet this goal. In October, I will report on progress made. In this connection, I wish to encourage the Governments of Chad and the Central African Republic to continue to lend the support required to ensure that the ongoing reconfiguration of the Mission and the troop withdrawal are carried out in a secure, orderly and dignified manner.

82. With regard to the Central African Republic, the challenges facing the Government in providing security and ensuring the rule of law, particularly in the north-eastern part of the country have been outlined in the present report. The situation in the Central African Republic demands our continued attention, given the current regional context. I support the view of President Bozizé that peacekeeping is not the best tool to help address these challenges. I believe that the second option, outlined in paragraph 73 above, is the most appropriate approach. Accordingly, I encourage the Government of the Central African Republic, together with peacebuilding, development and other multilateral and bilateral actors to further consider and develop this proposal. I stand ready to assist their efforts through my good offices.

83. In conclusion, I would like to thank my Special Representative and his team for their continued commitment and dedication to duty during this challenging last phase of the Mission. I also wish to thank the United Nations country team and the humanitarian community for their untiring efforts in the service of the vulnerable populations in the Mission's area of operations and beyond. Finally, I wish to express my sincere gratitude to all troop- and police-contributing countries for their sustained support.

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